DOCUMENT RESUME

ED 312 735 EA 021 355

TITLE School/Community-Based Management. Final Report.
INSTITUTION Hawaii State Dept. of Education, Honolulu.
PUB DATE 6 Jul 89
NOTE 35p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Community Control; *Decentralization; Decision Making; Elementary Secondary Education; *Institutional Autonomy; Participative Decision Making; *School Based Management; School Community Relationship
IDENTIFIERS *Hawaii

ABSTRACT

School/Community-Based Management (SCBM) improves the quality of education by providing schools with administrative flexibility and by empowering each school's community to make and implement decisions that will directly affect its members and students. To help individual school communities that are considering adopting SCBM understand how shared decisionmaking works, this document provides information on how traditional roles will change, what kind of organizational structure will best suit their particular needs, what parameters may define or limit their decisions, how regulations can be waived or set aside, and how each school will be held accountable under SCBM. To qualify for the SCBM program, which is open to all Hawaiian public schools, the school's community must first submit a letter of intent to the Department of Education; then the school must prepare and submit its proposal to implement. A proposal will be accepted only if a school's community can demonstrate full understanding of the SCBM concept, can assume responsibility for its own decisions, and can specify both success measures and intervention strategies for use if warranted. The appendix contains questions and answers, a covenant form, a qualification form, a waiver request form, a glossary, and task force member's names. (KM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED312735

School/Community-Based Management

FINAL REPORT

July 6, 1989

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

A. J. Kanestiro

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Submitted to the

BOARD OF EDUCATION

By the

TASK FORCE ON

SCHOOL/COMMUNITY-BASED MANAGEMENT

Honolulu, Hawaii

EA 021355

BEST COPY AVAILABLE

STATE OF HAWAII
DEPARTMENT OF EDUCATION
P. O. BOX 2360
HONOLULU, HAWAII 96804

BOARD OF EDUCATION

Francis R. McMillen, Chairperson
William A. K. Waters, First Vice-Chairperson
Charles Norwood, Second Vice-Chairperson

Rev. Darrow L.K. Aiona	Denise Matsumoto
Margaret K. Apo	Ronald Nakano
Mako Araki	Dr. Mitsugi Nakashima
Debi Hartmann	Jennifer Smith
Dr. Hatsuko Kawahara	Meyer M. Ueoka

Randal Yoshida

Charles T. Toguchi, Superintendent of Education
Kengo Takata, Deputy Superintendent

July 6, 1989

Mr. Francis R. McMillen
Chairperson
Board of Education
P.O. Box 2360
Honolulu, Hawaii 96804

Dear Mr. Chairperson:

On behalf of the Task Force on School/Community-Based Management, I am pleased to submit our final report to you, with recommendations on how to implement SCBM into Hawaii's schools. The attached document consists of a concise narrative summarizing our positions, followed by an appendix including anticipated questions and answers, qualification forms, waiver request forms, and other information.

Our Task Force met 11 times between March 22 and June 21, 1989, meeting seven or eight hours at a time. Cooperation and participation among the Task Force members was exceptionally high, despite the long hours and intensive schedule.

The Task Force wishes to express its deep appreciation to Mr. Art Kaneshiro, director of SCBM, for his patience, sensitivity, good will, and hard work throughout our developmental process.

We thank you, too, Mr. Chairman, for the Board's support and confidence, and for the opportunity you have given us to be of service to the people of Hawaii.

Sincerely,

Kenneth R. Harding
Chairperson
Task Force on
School/Community-Based Management

TABLE OF CONTENTS

		Page
PREFACE		1
I.	INTRODUCTION	2
II.	GENERAL DEFINITION	2
III.	EXPECTED BENEFITS	3
IV.	BASIC ASSUMPTIONS	3
V.	KEY ELEMENTS	4
	A. SHARED DECISION-MAKING	4
	B. REDEFINING THE ROLES	5
	C. ORGANIZATIONAL STRUCTURE	6
	D. PARAMETERS	7
	E. WAIVERS	7
	F. ACCOUNTABILITY	8
VI.	PROGRAM IMPLEMENTATION	9
	A. PARTICIPATION PROCEDURE	10
	B. QUALIFICATION PROCESS	10
	C. SUPPORT SERVICES	11
	D. THE SCBM COVENANT	11
APPENDIX		
	A. QUESTIONS AND ANSWERS	13
	B. COVENANT FORM	18
	C. QUALIFICATION FORM	19
	D. WAIVER REQUEST FORM	26
	E. GLOSSARY	28
	F. MEMBERS OF THE TASK FORCE	30

SCHOOL/COMMUNITY-BASED MANAGEMENT

PREFACE

This document represents a full and freely developed consensus among members of the Task Force on School/Community-Based Management about what the SCBM concept is and how it should be implemented in the public school system of Hawaii. It also serves as a summary of our recommendations to the Board of Education and as a concise statement to the general public about the philosophy of shared decision-making and its implications for education in Hawaii.

* * *

We will have School/Community-Based Management when we no longer think of schools as the lowest level of the hierarchy but as the very center of the system.

We will have School/Community-Based Management when everyone connected with a school — from its principal to its students — speaks not of "my school" but of "our school."

We will have School/Community-Based Management when everyone involved with a school — whether teacher, custodian, or parent — feels a personal right and obligation to help make that school one of the finest schools anywhere.

* * *

I. INTRODUCTION

Public education exists so that all students can learn basic skills and new knowledge, develop self-confidence and an awareness of their inner potential, and prepare themselves as citizens to participate fully in a democratic society.

There is much discussion about how to improve our schools. Of the many proposals suggested, "School/Community-Based Management," or SCBM for short, presents a dynamic opportunity for change. This concept is also referred to as "Site-Based Management" and "School-Based Shared Decision-Making."

The purpose of the School/Community-Based Management concept is to improve the quality of education by: 1) providing schools with administrative flexibility, and 2) empowering each school's community to make and implement decisions that will directly affect its members, especially its students.

Hawaii's unique cultural values and multicultural diversity reinforce the need for shared decision-making. A strong sense of ALOHA in this process will foster the following elements consistent with SCBM:

A - *akahai:* gentleness

L - *lōkāhi:* harmony

O - *`olu`olu:* pleasantness

H - *ha`aha`a:* humility

A - *ahonui:* patience

II. A GENERAL DEFINITION

School/Community-Based Management is a democratic *system* that enables a school's community — defined as its principal, teachers, staff, parents, students, and other interested citizens — to actively and directly shape the quality of education offered to its students.

School/Community-Based Management is both an organizational *structure* that shifts authority from a centralized agency or department to local schools as well as an ongoing *process* that actually changes traditional roles and relationships within a school.

School/Community-Based Management is also a *strategy* for **shared decision-making** and an *environment* for creative teaching and learning. Its hallmark traits are **flexibility** and **accountability**.

III. EXPECTED BENEFITS

Among its anticipated benefits, implementation of School/Community-Based Management in Hawaii is expected to:

- ❑ Enhance student learning and achievement.
- ❑ Focus accountability within each school.
- ❑ Define new roles for the State, District, and school to facilitate local management.
- ❑ Expand options for the acquisition and use of resources.
- ❑ Improve the morale of schools and their communities.
- ❑ Increase the quality and spread of communication among members of a school's community.
- ❑ Create a sense of ownership among participants.
- ❑ Stimulate and nurture leadership throughout the school system.
- ❑ Provide a laboratory for significant educational research.

IV. BASIC ASSUMPTIONS

While the expected benefits of SCBM may indeed be great, a word of caution is in order. There are no easy answers to the quest for educational excellence, and even modest success will require a broad recognition of certain fundamental beliefs. Basic assumptions inherent in the concept of School/Community-Based Management include the following:

- ❑ School/Community-Based Management involves major changes in the way schools are structured.
- ❑ Individual schools are basic units of change and serve as a primary focal point for educational renewal.
- ❑ SCBM alters traditional roles and relationships of key participants in the delivery of education.
- ❑ Persons directly affected by important decisions perform best when they share fully in making those decisions.

- ❑ Educational reform is most effective when implemented by persons who feel a sense of ownership and responsibility for changes.

- ❑ Members of a school's community possess the expertise, competence and goodwill to make decisions in their school's best interest.

- ❑ Organizational flexibility empowers all who belong to a school's community to act boldly and responsibly.

- ❑ Responsibility for decisions requires accountability for results.

- ❑ School/Community-Based Management can transform the school and the community into dynamic centers of life-long learning.

V. KEY ELEMENTS

As individual school communities consider adopting School/Community-Based Management, they need to understand how shared decision-making works, how traditional roles will be redefined, what kind of organizational structure will best suit their particular needs, what parameters may define or limit their decisions, how rules and regulations will be waived or set aside, and how each school will be held accountable under SCBM.

A. SHARED DECISION-MAKING

With shared decision-making, a diversity of educational approaches and innovations will evolve as people decide their own destiny and pursue their dreams for educational excellence.

Educational goals of a school will be based on the collective perceptions of that school's community. They will be determined through shared decision-making.

Shared decision-making will develop strong feelings of ownership, responsibility, trust, cohesion, and commitment among all who are important to a school — it's principal, teachers, staff, parents, students, and other community members — resulting in high levels of productivity and satisfaction.

Shared decision-making within each school promises to produce better results than have been achieved through previous improvement efforts based on systemwide control. By providing a means for shared decision-making to occur deliberately within each school, SCBM will accelerate "bottom up" reform.

B. REDEFINING THE ROLES

An expected outcome of shared decision-making will be newly evolving roles of the school, the community, the Department of Education and the Board of Education:

Board of Education: The Board of Education will continue to set broad statewide educational goals, policies and standards and prepare budget requests for the governor and legislature. As an advocate of SCBM, the Board will establish policies necessary to promote flexibility and autonomy in the schools. School initiated requests will be reflected in the BOE's budget priorities.

Department of Education, State Level: The DOE through the Superintendent and his or her staff will facilitate School/ Community-Based Management through: assessments to assure that local programs meet statewide standards for student outcomes; evaluation of policies and regulations, to accommodate waivers and increased flexibility at the local schools; continuing research to provide an understanding of national, state, and local trends in educational renewal; and progress reports on the shift to SCBM by individual schools and by the entire state system.

Department of Education, District Level: Under SCBM, each District will serve schools and their communities in an enhanced support role. As local school communities prepare mission statements and enlarge their decision-making function, the District's emphasis on technical assistance and leadership development will grow significantly. Drawing upon all available resources, District staff will help individual schools with inservice assistance and training for budgeting, curriculum planning, consensus building and other areas as they are identified by the school community. Schools may also need particular support as problems arise from attempts to respond to unique community directions.

Department of Education, School Level: Stakeholders in the educational process at the local school are the principal, teachers, support staff, parents, students, and other community members. Traditional roles and relationships associated with these categories will change as schools become more involved in business and personnel management, instructional and curriculum leadership, facilities and property maintenance, counseling, and public relations.

Principals: The principal's leadership role will be of vital importance under SCBM. Shared decision-making demands leaders who are skilled as facilitators, mediators, team-builders, supporters, coordinators, negotiators, listeners and learners. Principals will be the architects of a democratic and collaborative school environment. The principal will provide coordinating leadership for decisions made by the school's community and will become an advocate for the school's needs in the broader community. In the absence of a "sufficient consensus" among a school's decision-makers, the principal will be empowered to make an

"interim decision," while the group works to resolve its impasse. The principal will continue to be responsible for seeing that decisions are implemented, for coordinating day-to-day operations, and for responding to emergencies.

Teachers: Teachers will be full partners in decision-making regarding all aspects of school life. Teachers will work collaboratively with other decision-makers to design and implement an educational program which best meets the needs of their students.

Support Staff: Support services are critical to an effective school environment. Support staff will be actively involved in decision-making at the school and will share in implementing the school's mission.

Parents: Parents will be intimately involved in the educational process and will have an expanded role in school decision-making. They will participate in assessing the needs of their children and in determining the direction of the school.

Students: Students will actively participate in decision-making for their schools. As the focus of the school's mission, students will assume responsibility for their education and that of their peers. The more they participate, the more likely they will become enthusiastic, committed, and productive students.

Other Community Members: All persons and organizations have a direct stake in the quality of public education and many are willing to become involved in an open and inviting school. Community members interested in a particular school, perhaps because of proximity, professional interest or personal ties, can bring much enthusiasm, expertise and support to that school in its decision-making and implementation.

C. ORGANIZATIONAL STRUCTURE

Each school participating in SCBM will be required to establish a clear decision-making structure that will systematically involve all segments of the school's community.

While the particular organizational structure may vary and will be determined by the school itself, the process must meet certain general requirements:

1. Every school shall prepare a collective mission statement, defining its purpose, as seen by its participants.

2. Its decision-making system shall be democratic in nature and widely communicated to the school's community.

3. The structure must provide a fair process for resolving conflicts.

4. Meetings shall be announced in advance, open to the public, and scheduled and conducted according to guidelines written by the school.

5. Each school shall maintain public records that preserve an accurate account of the school's decisions and current financial status.

6. Participating schools shall provide training opportunities in SCBM to all segments of their communities.

7. Each school shall develop plans to evaluate its progress in School/Community-Based Management.

D. PARAMETERS

School/Community-Based Management must function within the parameters of Federal and State laws. Consideration must also be given to legislative prerogatives, to the Board of Education's constituted authority to govern the school system, and to collective bargaining agreements.

Because education is a public trust, the State reserves the right to delineate parameters for public schools to ensure equity and accessibility for all children. These parameters provide a broad framework for decision-making.

Decisions typically will involve five significant areas: personnel, curriculum, instruction, budget, and facilities. While some might consider it desirable to identify every specific instance of where decisions can or cannot be made, the practical parameters of SCBM in Hawaii will evolve in the spirit of school/community-based shared decision-making, on a case-by-case basis at each school.

E. WAIVERS

Under Hawaii's School/Community-Based Management law, school communities may seek changes in uniform decisions affecting their school. Consequently, schools may request waivers from State agencies, exempting them from specific rules, policies, regulations, and procedures.

School/Community-Based Management should help foster close working relationships among all participants, making it easier to solve problems than in the past. Waivers are part of a larger process of problem solving and should be seen as a last resort rather than the first resort in carrying out the wishes of a school's community.

The waiver process must meet the following conditions:

1. A school must explore alternative solutions with its District, prior to requesting a waiver.

2. Any waiver request must express a consensus of the school's community.

3. Waivers must be school-specific and will be granted for a limited time, according to the needs of the requesting school.

All waiver requests will be processed by the Superintendent's office and communicated to the Board. Some of the requests will be to the Board itself; others will be to other State agencies. Under the SCBM law:

"Any state agency that may be required to act under state law on a matter affecting an individual school and its school community, shall waive otherwise applicable policies, rules, or procedures when requested to do so by a school participating in the school/community -based management system unless an agency can within thirty days justify a denial to the appropriate authority. The board of education shall adopt procedures necessary to process waivers initiated by schools subject to the school/community-based management system. This section shall apply to collective bargaining agreements as provided for in all relevant collective bargaining agreements negotiated pursuant to chapter 89."

The Superintendent's office will prepare regular reports on waiver requests and their results, as well as on contract exceptions. These reports, with appropriate background information, will be shared with all schools and agencies.

F. ACCOUNTABILITY

The intent of SCBM is to give local schools more flexibility and authority and to expect more accountability from them in return. New opportunities to engage in worksite decisions are expected to result in a heightened sense of commitment and responsibility for all members of a school's community, with the objective of ultimately improving educational outcomes.

Participating schools will assess their SCBM progress on a continuing basis and will be encouraged to share their findings with the wider community. Every school should celebrate its successes, while acknowledging its difficulties, under SCBM. As part of assuring accountability, each school shall:

- ❑ Prepare an annual report of its goals, achievements and accomplishments for the current year and plans for the following year, in a format to be determined by the school.

- ❑ Participate in the Department's ongoing assessment and accountability programs.

- ❑ Engage in periodic external evaluations directed at the expected benefits of SCBM.

Schools with shared decision-making will remain fundamentally accountable to the Board of Education, through the State Superintendent, as well as to the general public and society as a whole.

In addition to school accountability, individuals shall also be accountable for their conduct and performance in their respective roles. *Shared decision-making requires personal accountability for decisions made and personal responsibility for implementing them.* Although role responsibilities will vary and perhaps overlap, everyone who makes a decision as part of a school's community becomes individually as well as collectively accountable for his or her decisions and their execution.

Finally, whether officers in the system or members of a school's community, individuals are primarily accountable, not only to themselves and each other, but to the children of Hawaii for the quality of their education.

VI. PROGRAM IMPLEMENTATION

Within the context of State law and collective bargaining agreements, Hawaii's School/Community-Based Management program will begin with an initial group of participating schools. These schools should demonstrate the feasibility and effectiveness of shared decision-making as a major step in restructuring Hawaii's public school system.

Eventually, all public schools will operate under SCBM, but the State's new law does not contain a specific timetable for implementation. Legislative sponsors expect the program to be phased in gradually, over the next several years.

The implementation of School/Community-Based Management will be voluntarily decided by each school, based on its readiness to participate. System-wide implementation will take a number of years, as different schools are at various stages of readiness.

Successful implementation will include: 1) wide distribution and availability of *information* about SCBM; 2) *time* to thoroughly consider the implications of shared-decision making; 3) the availability of comprehensive *training* programs for all elements of an interested school's community; and 4) development of careful *evaluation* plans to document school progress.

School/Community-Based Management will generate multiple changes at participating schools. Consequently, it must be implemented with sensitivity and respect for all parties concerned. *Only schools whose school communities want to be part of the initial phase will be admitted into the program. Each SCBM school will participate only through the exercise of its community's own free — and collective — will.*

A. PARTICIPATION PROCEDURE

Participation in School/Community-Based Management is open to all public schools in Hawaii.

The procedure consists of two parts: a **Letter of Intent** and a subsequent **Proposal to Implement**. Together with submission of their Letter of Intent, schools are also invited to request planning grants of up to $2,000 per school to help them develop their Proposal to Implement. Once a school's proposal has been accepted, implementation grants of up to $9,000 are also available.

B. QUALIFICATION PROCESS

All school communities are encouraged to discuss the feasibility of implementing SCBM at their school. Their collective interest and commitment are essential ingredients in qualifying a particular school for School/Community-Based Management.

Qualification is a two-step process. The first step involves self-selection, with the school's community submitting a letter of intent after the concept has been widely discussed and considered. The letter must show support for the school's involvement in SCBM from all six segments of the school's community: its principal, teachers, support staff, parents, students, and other community members.

No one individual can arbitrarily commit the school to the SCBM program. Conversely, no one individual or group should be able to thwart the wishes of the community to enter the program. In the event that members of a school's community are unable to reach consensus on becoming an SCBM school or their community simply wants more information, they are encouraged to seek assistance from their District Superintendent. Any segment of a school's community may request such assistance at any time.

After receiving a school's letter of intent, the DOE will, upon request, release planning funds to the school, to help it prepare its proposal to implement. Up to one quarter of the Department's SCBM training funds for the current fiscal year will be used for this purpose.

Formal proposals will be developed only after intensive communication has occurred among all elements of a school's community. Each school's proposal will be considered on its own merits and its own timetable. A proposal will be accepted only if a school's community can demonstrate that it fully understands the SCBM concept, can assume responsibility for making its own decisions, and can specify measures of success as well as intervention strategies to be used if warranted.

An independent five-member panel appointed by the Board will review all proposals. The panel will meet on the first working day of every month, beginning in October 1989. The deadline for submitting proposals for panel consideration will be five working days prior to the monthly meeting.

Upon approval of its proposal to implement by the review panel, a school will qualify for School/Community-Based Management and is eligible for SCBM implementation funds. Three-quarters of the Department's SCBM training budget is available for this purpose.

C. SUPPORT SERVICES

To help a school's community decide whether it wants to apply for SCBM and to assist it in its preparation to enter the program, the Department of Education is developing a comprehensive School/Community-Based Management information and support program at both the State and District levels.

Many other organizations are also cooperating with the Department with special training, inservice, and information programs.

Communication is a vital part of the process as Hawaii implements its pioneering School/Community-Based Management program. Information about SCBM will be widely distributed through seminars, meetings, conferences and other means. The public is welcome to seek additional information from the Department's Office of School/Community-Based Management at 528-0047.

D. THE SCBM COVENANT

The system envisioned for Hawaii will retain equity while increasing diversity. SCBM will grant flexibility to a school in exchange for greater accountability. A decision by a school's community to seek SCBM status and approval of the school's proposal, qualifying it for the program, will be sealed by a Covenant between members of the school's community, the Department of Education and the Board of Education.

The Covenant – a one-page pledge of mutual respect – will commit both the Board and the school to the twin goals of flexibility and accountability: accountability by the school's community to carry out the policies of the Board, and flexibility by the Board to allow the school to implement them.

The Covenant will also be a pledge of mutual cooperation and responsibility for shared decision-making, to be signed by representatives of all six elements of the school's community.

Finally, the Covenant commits all parties to doing everything they can to provide the best education possible for the students of that school, consistent with the purpose of SCBM to improve the quality of education in Hawaii.

* * *

We will have School/Community-Based Management when everyone in a school's community takes an interest in that school and wants to share in its success.

* * *

APPENDIX A: QUESTIONS AND ANSWERS

Q. How is School/Community-Based Management different from current decision-making practices in the schools?

A. Currently, Hawaii's public school system is highly centralized with many decisions that affect schools emanating from State or District offices. Statewide policies are made by a state Board of Education and implemented by the State and District Superintendents. Teacher, student, parent and community participation in decision-making is generally advisory. The school principal makes final decisions and is responsible to implement those decisions. The principal is ultimately accountable for all decisions made at the school. SCBM implementation embraces the concept of shared decision-making. This means that all role groups, i.e., the principal, teachers, staff, parents, students and other community members, will share in making major decisions affecting the school. Shared decision-making also implies shared responsibility for implementation and accountability.

Q. Do schools have to eliminate their current organizational structure and develop new structures because of shared decision-making?

A. A school will not have to eliminate its current organizational structure as long as the structure represents all specified role groups. The function of various school structures, however, must change from being advisory in nature to direct involvement in a decision-making role.

Q. What will the school decision-making bodies be called?

A. They may be called anything a school wishes. They have been commonly called "councils" in other jurisdictions.

Q. What if one role group, such as parents, wants to participate in SCBM but the principal and/or teachers do not want to participate?

A. Schools will not be able to participate unless members from all six elements of the school's community agree and commit themselves to the process. Disagreement, however, may serve as an opportunity to examine the reasons for opposing points of view and to clarify relationships and perceptions.

Q. Some schools currently have difficulty getting parents to attend meetings. How will this concept work, if it requires increased time to meet with parents?

A. Parent participation is based on the belief that parents want to be involved with their children's education. Given the opportunity to be authentically involved, their participation should become more meaningful. Shared decision-making is a key to this involvement. Creative scheduling to accommodate their participation must also be considered.

Q. Can students also get involved in the decision-making process?

A. Yes. This will more likely happen in the intermediate and high school levels. Elementary students can also participate in making real decisions which affect their school environments. Strategies to engage students at all levels should be explored and shared.

Q. Wouldn't a school decision-making body become just another bureaucratic layer to direct the principal and classroom teachers?

A. It is unlikely that the decision-making body would become another bureaucratic layer of supervision. This body will be representative of the school's community and must include teachers and the principal. Shared decision-making increases involvement by everyone and is designed to eliminate bureaucracy through a process of trust and cooperation.

Q. Does this mean we will eventually get rid of Hawaii's present centralized school system?

A. No. Hawaii's centralized school system has many salient features which will be maintained. Through shared decision-making, however, the BOE and the Department are committing themselves to trust people to do what is best for their schools. Improved outcomes will be achieved through the SCBM process rather than through efforts based on system-wide control.

Q. Won't SCBM greatly reduce the need for District superintendents?

A. Not at all. In fact, the active involvement of the District superintendents in the implementation of SCBM will be one of the keys to its success. By providing a broad array of support services to SCBM schools, ranging from special counseling to facilitation teams, information and even intervention assistance, District superintendents can do much to assure the smooth

implementation of shared decision-making in schools in their Districts. The role of the District superintendent in the future will be less directive and more supportive, persuasive, and empathetic.

Q. What will insure that a school won't be taken over by groups bent on advocating their own self-interest?

A. This is not a likely scenario since decision-making will involve all elements of a school's community and will be conducted in an open and collaborative process. No single group can dominate the process unless the entire school's community buys into that group's agenda.

Q. Are shared decisions made by voting or consensus?

A. Each school will determine the best process for reaching agreement on issues discussed. The best decisions are not always determined by voting alone, nor by consensus. Inherent in voting is the possibility of creating winners and losers; inherent in consensus is the possibility of trying to satisfy everyone by compromise alone.

It is not expected however, that significant educational issues will be resolved by majority vote. Part of commitment to and ownership of a decision evolves from building consensus within the group. Members of the group must insure that an informed, reflective, participatory process exists on any issue discussed.

Q. What kind of decisions can be made under SCBM that schools cannot already make?

A. School/Community-Based Management encourages decision-making in all areas of a school's operation. A school may decide, for example, to use money allocated from a teaching position to purchase computers or to develop a specific curriculum. Within contract parameters, the authority and opportunity to hire the principal or to determine training needs of the faculty might be exercised. Budgeting will become more flexible by allowing SCBM schools to automatically "roll over" quarterly funds without a request.

Q. Isn't shared decision-making very time-consuming?

A. Yes, it is. If we are only measuring the time it takes to make decisions, then yes, shared decision-making will require more time than other approaches.

Once a decision has been made, however, its implementation time may be shortened because of the commitment and ownership felt by those who made that decision. Decisions made without such commitment may face opposition, indifference and even sabotage.

For schools under SCBM, some consideration to create decision-making time may be addressed by scheduling staff development days with funds allotted for that purpose. Extending the work year without extending the instructional year is another long-range idea that is being considered.

Q. Will schools be able to waive rules such as 2.0 or graduation requirements?

A. Perhaps not, initially. It does not mean however, that schools cannot or should not question the basis for such rules or requirements.

Q. Who will evaluate the principal or teachers? Will that change?

A. Formal employee evaluations by immediate supervisors will probably remain the same.

Currently, District superintendents derive their authority from the State Superintendent. Initially, as SCBM is implemented, it is not expected that this line authority will change. The relationship, however, between District superintendents and SCBM schools is expected to be less directive, allowing such schools to be more autonomous, to take risks, and to experiment with their new roles.

A principal will still be accountable to his or her District superintendent, who in turn will be continue to be accountable to the State Superintendent.

Q. There is a feeling that principals are not being given enough credit for their past and present performance. Haven't we been doing a good job?

A. Under the present system many principals have been doing a good job. In fact, a number of principals within the system are already implementing many of the ideas inherent in SCBM. The move to shared decision-making is not in any way a criticism of individuals but rather is a recognition that our present system will require fundamental changes in its structure and in the way we manage our schools, if we are to meet the needs of the future.

Q. Why should we get involved with SCBM now?

A. Eventually all schools in Hawaii will become SCBM schools. Collaborative decision-making, parent involvement, school improvement efforts and staff development will continue to be emphasized. All schools should prepare their staffs and communities to embrace these concepts.

If participatory management and shared decision-making are concepts that are growing in acceptance in a particular school and if the school's community can live with some uncertainty but is challenged by the idea of implementing its beliefs, then that school is probably ready for SCBM.

The time for educational renewal is right now. Why wait?

Q. With so much publicity and widespread support, is SCBM a panacea for Hawaii's schools?

A. School/Community-Based Management is not a panacea or cure-all. It is a concept designed to respond to a changing society — a concept which must grow and develop with its implementation. If SCBM is the only real change implemented in the schools, education will not improve significantly. Other changes are also needed in such areas as curriculum and instruction, early childhood programs, special needs schools and technology.

APPENDIX B: COVENANT FORM

Aloha School

As participants in School/Community-Based Management, we pledge ourselves to do everything in our power to work cooperatively, enthusiastically, and creatively to provide the finest education possible for students at this school.

We understand and embrace the concept of School/ Community-Based Management, and pledge to work within the policies of the Board of Education of Hawaii and under the laws of the State of Hawaii and the United States of America. Furthermore, we recognize that with increased flexibility and shared decision-making come increased responsibility and accountability. Thus, we invite all members of our school's community to participate with us in shaping the future of this unique and wonderful school.

Principal	Parent
Teacher	Student
Support Staff	Community Member

On behalf of the Board of Education and the Department of Education of the State of Hawaii, we pledge ourselves to support and uphold the school community of **Aloha School** as its members implement School/Community-Based Management. We join them in their noble mission to help make this school one of the most outstanding schools anywhere in the United States.

Francis R. McMillen Chairperson Board of Education	Charles T. Toguchi Superintendent Department of Education

APPENDIX C: QUALIFICATION FORM

SCHOOL/COMMUNITY-BASED MANAGEMENT QUALIFICATION PROCESS

INFORMATION:

Information and proposal instructions will be mailed to the schools in August 1989 and augmented through the media, public hearings, and community meetings.

SCBM information/discussion sessions will be available to participants at the Superintendent's August seminar.

SCBM informational presentations may be scheduled upon request. Call Art Kaneshiro at 528-0047.

After appropriate information has been received, interested schools begin discussion regarding the feasibility of implementing SCBM at their schools and building support in the school's community.

QUALIFICATION REQUIREMENTS:

There are two steps in the qualification process: a Letter of Intent and a Proposal for Implementation. Schools confident of their decision to participate may submit both parts simultaneously.

Letter of Intent. Schools wishing to take a more cautious approach may first submit the Letter of Intent signed by all segments of the school's community as an expression of interest. It informs the Department that the school has discussed the program in detail and is seriously interested in submitting a proposal. This first step will allow schools to request Planning Grants of up to $2,000 which may be used at the discretion of the school in preparing its proposal. Planning Grants will be distributed on request depending on the availability of funds. Planning Grant funds will be released expeditiously. Letters of Intent/Requests for Planning Grants will be accepted at any time during the school year, after September 1, 1989.

Proposal for Implementation. Completion of the Proposal for Implementation is the second part of the process. Assistance in writing the proposal may be secured through District offices.

Additional implementation grants may be requested in the proposal to help implement the program. These funds may be allocated for teacher planning days or the purchase of services for inservicing principals, teachers, staff, parents, students and the community. Implementation grants up to $9,000 per school will be available.

Schools may request initial or additional implementation grant funds at anytime during the 1989-90 school year. Funds will be released as available.

Although schools entering the project will enjoy flexibility they will be expected to be accountable in return. The internal/external accountability and evaluation expectations should be clear prior to submitting a proposal. SCBM schools are expected to:

- ❑ Prepare an annual report of its goals, achievements, and accomplishments for the current year and plans for the following year, in a format to be determined by the school.

- ❑ Participate in the Department's ongoing assessment and accountability programs.

- ❑ Engage in periodic external evaluations directed at the expected benefits of SCBM.

Review dates of Proposals for Implementation will be the first working day of each month beginning in October. The number of schools entering during the 1989-90 school year will be limited only by the availability of funds allotted to the project. Each proposal will be examined by an independent review panel appointed by the BOE. Review constitutes an assurance that each proposal is complete and does not indicate ranking or selection. **This is a non-competitive process open to all schools.**

Send Letters of Intent & Proposals to Implement to:

Department of Education
Director, School/Community-Based Management
P.O. Box 2360
Honolulu, Hawaii 96804

SCHOOL: _____

DISTRICT: _____

DATE: _____

SCHOOL/COMMUNITY-BASED MANAGEMENT QUALIFICATION PROCESS

I. Letter of Intent/Request for Planning Grants*

II. Proposal to Implement*

A. Description of the school's shared decision-making model

B. Measures of Success

C. Waiver Requests. (OPTIONAL)

D. Implementation Grant Requests. (OPTIONAL)

* May be submitted simultaneously

I. LETTER OF INTENT

A. Describe the actions taken to ensure consensus of the school's community (principal, teachers, staff, parents, students, other community members) on the decision to participate in School/Community-Based Management.

This letter of intent must include but is not limited to: evidence of meetings held with various role groups, numbers present, summary of discussion, how consensus was reached to support this letter of intent.

B. Request for Planning Grants: (OPTIONAL) List funding needed to help with the preparation of a proposal. (Up to $2,000)

Description of Activity	Estimated Cost
	Total:

C. Signed by: Members or representative members of the school's community.

II. PROPOSAL FOR IMPLEMENTATION

A. Decision-Making Model: Describe in detail the shared decision-making model to be established at your school.

1) The organizational structure.

2) The composition and selection process of the school's decision-making body.

3) The decision-making process and methods for conflict resolution.

4) Written guidelines (the formal or informal by-laws, agreements or understandings) established as working arrangements for decision-making.

5) The communication channels and processes which will be used to keep the school/community informed about the following but not limited to: the shared decision-making model, agreed upon roles and decision making parameters, scheduled meeting times, meeting proceedings or minutes, school's financial status, school improvement goals, and progress toward those goals.

6) Intervention strategies to correct significant problems resulting from decisions.

B. Measures of Success: Reflecting on the expected benefits of SCBM, describe how your school would measure its successes in implementing this concept.

C. Waiver Requests: (OPTIONAL) Identify school improvement objectives which may require a waiver (of a rule, regulation, policy, procedure, or collective bargaining agreement) prior to its implementation. Please submit each waiver on a separate form.

School Improvement Objective	Rule, regulation, policy, procedure, collective bargaining agreement	Anticipated Result	Responsible Agency

D. Implementation Grants: (OPTIONAL) List funding needed to implement the proposal. (Up to $9,000)

Description of Activity	Estimated Cost

APPENDIX D: WAIVER REQUEST FORM

SCHOOL/COMMUNITY-BASED MANAGEMENT
WAIVER INSTRUCTIONS AND FORM

INSTRUCTIONS:

1. A school must explore alternative solutions with its District, prior to requesting a waiver.

2. Any waiver request must express a consensus of the school's community.

3. Waivers must be school-specific and will be granted for a limited time, according to the needs of the requesting school.

4. The State Superintendent shall within five working days forward this request to the appropriate agency for its response. (A waiver is approved unless an agency can within 30 days justify a denial to the appropriate authority.)

5. The State Superintendent shall advise the school of the beginning/ending date of the waiver justification process.

6. Submit each waiver request on a separate form to:

   Department of Education
   Director, School/Community-Based Management
   P.O. Box 2360
   Honolulu, HI 96804

SCHOOL/COMMUNITY-BASED MANAGEMENT
WAIVER REQUEST FORM

SCHOOL: _____

DISTRICT: _____

DATE: _____

Date Received:

School Improvement Objective	Rule, regulation, policy, procedure, collective bargaining agreement	Anticipated Result	Responsible Agency

Agency Response: Date:

APPENDIX E: GLOSSARY

ACCOUNTABILITY: Ownership of and responsibility for decisions made by the school's community and commitment to implement them; a feeling of "wanting to make this work because we made this decision and will take responsibility for its success or failure."

Everyone who makes a decision as part of a school's community becomes individually as well as collectively accountable for decisions made and their execution.

Accountability requires that SCBM schools publish an annual school report, be part of the Department's assessment and accountability programs, and engage in periodic external evaluations directed at the expected benefits of SCBM.

ADMINISTRATIVE FLEXIBILITY: Allowing schools the opportunity to make decisions which may have been previously made by the District or State.

CONSENSUS: Exists when participants, whose support is needed to implement a decision, agree with the decision and express a commitment to support its implementation.

FAIR PROCESS: The opportunity for everyone involved to have a say in an open and supportive arena. Fair process implies "due process," i.e., proper protection for the rights of all individuals involved in a school's decision-making.

IMPLEMENTATION: SCBM will be implemented as a preferred administrative model for Hawaii's school's. SCBM is neither a pilot nor a demonstration project, since all schools will eventually be managed according to this concept. Schools will determine when they are ready for implementation and support will be given to help all schools succeed.

INTERIM DECISION: A decision that a principal can make when sufficient consensus cannot be reached. The group is obligated, however, to continue to work toward sufficient consensus at future meetings.

INTERVENTION STRATEGIES: Pre-arranged process to correct, adjust or seek assistance for resolving problems resulting from decisions made.

PROCESS: Encourages and assists people directly associated with a school to:

- participate in making collaborative decisions that directly affect the quality of educational offerings at that school.
- acquire and practice problem-solving, decision-making and other collaborative group skills.
- become the school's advocate and critic.

SCBM: School/Community-Based Management; an administrative system which promotes feelings of ownership, responsibility and commitment to

decisions made at the school. It is a structure which deliberately shifts authority from a centralized system to one of more local control. It is an on-going process of shared decision-making which enhances the quality of interactions/ relationships between role groups and empowers people to implement decisions that will directly affect its members and especially its students.

SCHOOL AS THE BASIC UNIT OF CHANGE: The focus for change is the school rather than the District or State level. Effective and long-lasting change ultimately occurs in individual classrooms. However, it is not enough to have pockets of effective classrooms. In order to gain the public trust and confidence the school as a whole must provide the educational quality that is expected by the community.

SCHOOL/COMMUNITY: Emphasizes that the school is a part of the community and that the community shares equally in the responsibility and accountability for the quality of education at that school.

SCHOOL'S COMMUNITY (a.k.a., Key Participants, Various Role Groups, Stake Holders): Includes the principal, teachers, support staff, parents, students and other community members who are most affected by the decisions made at that school.

SHARED DECISION-MAKING: Is regarded as a right and an obligation by all segments of the school's community to participate in making and implementing decisions which affect the quality of education at a school. It is not only advisory nor merely to provide input for decisions. Participants have equal status in making decisions.

STRUCTURE: An organizational schema which:

- deliberately brings people together to collectively make decisions on matters affecting the school.
- enhances and encourages the exchange of information from people interested in improving education at that school.

SUFFICIENT CONSENSUS: A decision that is approved when an action is supported by a majority, but not necessarily everyone. Participants reaching "sufficient consensus" accept a decision even if they are not in complete agreement with it. Appropriate participation must have occurred with people engaging in an honest exchange of ideas and issues. They should be able to state their cases, be listened to and have their points of view considered. The principal has the authority to determine whether "sufficient consensus" exists.

WAIVERS: Exceptions to rules, policies, regulations, procedures or collective bargaining agreements.

APPENDIX F:

MEMBERS OF THE TASK FORCE and ACTIVE CONTRIBUTORS

Susan Bitler *(teacher - elementary, HSTA)*
Pat Brandt *(Governor's Office)*
Clara Burrows *(principal - elementary, HGEA)*
Fred Cachola *(Kamehameha Schools)*
Juvenna Chang *(Hawaii School/University Partnership)*
Rodney Foreman *(teacher - high school, HSTA)*
Ichiro Fukumoto *(Hawaii LEAD Center)*
Sharon Funaki *(Kauai School Advisory Council)*
Alan Garson *(district superintendent)*
Robert Golden *(principal - intermediate, HGEA)*
Kenneth R. Harding *(Chamber of Commerce of Hawaii)*
Michael Kahikina *(Waianae Coast School Concerns Coalition)*
Art Kaneshiro *(DOE)*
Christy Kawabata *(parent, businesswoman)*
Arlene Lee *(HSTA)*
Fidencio Mares *(Hawaii Business Roundtable)*
Denise Matsumoto *(BOE)*
Thomas Mitrano *(business community)*
Dayton Nakanelua *(UPW)*
George Okuda *(Hawaii PTSA)*
Georgiana Oshio *(principal - high school, HGEA)*
Christine Roseman *(parent, Hawaii PTSA)*
James Sanborn *(parent, Hawaii PTSA)*
Marion Saunders *(League of Women Voters)*
Milton Shishido *(principal - high school, HGEA)*
Ralph Steuber *(College of Education, UH)*
Patricia Stone *(Berman-Weiler Associates)*
Gen Tanabe *(student, Hawaii State Student Council)*
Joyce Tanji *(Hawaii Community Education Association)*
Tom Villagomez *(military, CINCPAC)*
William Volkman *(parent, Professional Public Administrators Association)*
Justin Wong *(teacher – intermediate/high school, HSTA)*
James Yoon *(community, United Parents for Education)*